

COMMITTEE ON LEGISLATIVE RESEARCH  
OVERSIGHT DIVISION

**FISCAL NOTE**

L.R. No.: 0283-07  
Bill No.: Truly Agreed To and Finally Passed HCS No. 2 for SB 3  
Subject: Elections; Secretary of State  
Type: Original  
Date: June 7, 2011

---

Bill Summary: This proposal establishes photo identification requirements for voting and requirements for advance voting

**FISCAL SUMMARY**

<b>ESTIMATED NET EFFECT ON GENERAL REVENUE FUND</b>			
<b>FUND AFFECTED</b>	<b>FY 2012</b>	<b>FY 2013</b>	<b>FY 2014</b>
General Revenue	\$0	\$0 or Unknown to (Unknown greater than \$7,046,628)	\$0 or Unknown to (Unknown greater than \$3,928,179)
<b>Total Estimated Net Effect on General Revenue Fund</b>	<b>\$0</b>	<b>\$0 or Unknown to (Unknown greater than \$7,046,628)</b>	<b>\$0 or Unknown to (Unknown greater than \$3,928,179)</b>

<b>ESTIMATED NET EFFECT ON OTHER STATE FUNDS</b>			
<b>FUND AFFECTED</b>	<b>FY 2012</b>	<b>FY 2013</b>	<b>FY 2014</b>
Children's Trust Fund	\$0	\$0 or Unknown	\$0 or Unknown
Endowed Care Cemetery Audit Fund	\$0	\$0 or Unknown	\$0 or Unknown
Missouri Public Health Service Fund	\$0	\$0 or Unknown	\$0 or Unknown
<b>Total Estimated Net Effect on <u>Other</u> State Funds</b>	<b>\$0</b>	<b>\$0 or Unknown</b>	<b>\$0 or Unknown</b>

Numbers within parentheses: ( ) indicate costs or losses. This fiscal note contains 23 pages.

<b>ESTIMATED NET EFFECT ON FEDERAL FUNDS</b>			
FUND AFFECTED	FY 2012	FY 2013	FY 2014
<b>Total Estimated Net Effect on <u>All</u> Federal Funds</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

<b>ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)</b>			
FUND AFFECTED	FY 2012	FY 2013	FY 2014
General Revenue	0 FTE	0 or 5 FTE	0 or 5 FTE
<b>Total Estimated Net Effect on FTE</b>	<b>0 FTE</b>	<b>0 or 5 FTE</b>	<b>0 or 5 FTE</b>

☒ Estimated Total Net Effect on All funds expected to exceed \$100,000 savings or (cost).

☐ Estimated Net Effect on General Revenue Fund expected to exceed \$100,000 (cost).

<b>ESTIMATED NET EFFECT ON LOCAL FUNDS</b>			
FUND AFFECTED	FY 2012	FY 2013	FY 2014
<b>Local Government</b>	<b>\$0</b>	<b>\$0 or Unknown</b>	<b>\$0 or Unknown</b>

## **FISCAL ANALYSIS**

### **ASSUMPTION**

#### **Section 115.276 Advance Voting**

Officials at the **Office of the Secretary of State (SOS)** assume this bill requires local election authorities to establish advance voting centers based on the population for all statewide and federal primary and general elections. Based on the 2010 census population numbers, the bill would require at least 20 additional voting centers for advance voting for a cost of \$84,240 per election.

The fiscal note assumes that each advance voting centers would be staffed by four election judges paid \$9 per hour for the 82 hours that they will be open for advance voting - a total of \$59,040 per election. Election authorities would incur ongoing costs for maintenance of the voting centers, including rent, utilities, and broadband internet service, in the approximate amount of \$1,260 per voting center for one month or a total of \$25,200 per election.

Local election authorities would incur one-time costs for the purchase of equipment necessary for advance voting at the voting centers, including accessible voting machines for disabled voters, laptop computers and printers:

- 1 accessible voting machine per satellite site= \$5,000
- 2 Laptop computers per satellite site = \$1,600
- 1 printer per satellite site = \$7,500
- \$14,100 per voting center multiplied by 20 voting centers = \$282,000 initial start up costs.

Note: This equipment will need to be purchased at the end of FY 2014 in order to be available for programming and use by the August 2014 primary election.

**Oversight** has shown the transfer out of general revenue to the local election authorities for the payment of advance voting. Oversight assumes all money received by the local election authorities will be used to pay for the costs of this proposal and therefore the local costs will net to zero.

Officials at the **St. Louis County Board of Election Commission** stated the following:  
This amendment creates a system to allow voters to cast advance ballots at central voting locations and satellite sites, and calls for the number of satellite locations to be 1 per 100,000 residents. As St. Louis County has a population of roughly 990,000 we would be required to have 10 locations. The advance voting period will begin the third Saturday prior to an election and end on the Tuesday immediately before the election and shall be conducted during regular business hours between 8:00 a.m. and 5:00 p.m. and until 12:00 p.m. on Saturdays. The advance

JH:LR:OD

ASSUMPTION (continued)

voting period will include 7 weekdays and 2, half-days on Saturday. The election authority shall consider factors including geographic location and demographics of the registered voters from the previous election to ensure nondiscrimination and provide adequate notice of the central locations and the satellite sites that are chosen.

Assumptions: This bill does not require paper ballots, and only requires advance voting for federal elections. The intent of this note is to delineate all direct costs (one-time, startup and recurring) to the LEA. Costs are calculated assuming 1 central location and 7 satellite sites will be utilized. Satellite sites will be open during regular business hours (10 hrs.) on weekdays and until 12:00 p.m. on Saturdays (5 hrs.) during the voting period.

1ST YEAR (2012) RECURRING FIXED COSTS (Annual): Satellite Site Costs

Site Lease (9 days continuous) \$250 per day x 10 sites x 3 elections....	\$67,500
Equipment set-up, delivery, pick-up, storage, truck rental fees	
2,000 per site x 10 sites x 3 elections	\$60,000
High-Speed internet MIFI monthly fees 12 months @\$60/mo x 10 sites .	\$7,200
Travel/mileage Reimbursement \$.55 per mile x 30 miles average per	
FTE x 2 per site x 10 sites x 9 working days x 3 elections	\$8,910
24 hr. security \$240 per day x 10 sites x 9 days x 3 elections	\$64,800
Office supplies, pens, paper, etc. \$20 per site x 10 sites x 3 election	\$600
Legal Review \$125 per hr. x 6 hrs per site x 10 sites.....	<u>\$7,500</u>
Total Recurring Satellite Site Costs: .....	\$216,510

Full-time Labor

Twenty (20) additional FTEs ("full-time equivalents"), (2 per site),	
(10 sites) @ \$32,000 per year.	\$640,000
Benefits (\$11,729 x 20)	\$234,580
Trainers (\$16.00 per hr. x 6 hrs. x 2 sessions x 2 trainers)	\$384
Site Research and Setup (\$18.00 per hr. x 500 hrs.)	<u>\$9,000</u>
Total Full-time labor costs:	\$883,964

Part-time Labor

Sixty (60) additional PTEs ("part-time equivalents"), (6 per site),	
10 sites @ \$10.00 per hr. x 8 hrs. per day x 9 days per election x 3 elections	\$129,600
Benefits (\$410 x 60 x 3 elections)	\$73,800
Training (\$10.00 per hr. x 6 hrs. x 60 PTEs)	<u>\$3,600</u>
Total Part-time labor costs:	\$207,000

ASSUMPTION (continued)

Total Annual year labor Costs: ..... \$1,090,964

Miscellaneous Costs:

Software License Maintenance/Upgrades	
80 DREs @ \$159 each per year (8 per site), (10 sites)	\$12,720
PC Laptop Software Maintenance/Upgrades	
40 Laptops @ \$250 per year (4 per site), (10 sites)	\$10,000
Informational Postcards for advance voting	
447,275 households x .20 x two (3) elections..	\$268,365
Processing fees for providing voter lists	
Paper, CD's, mailing fees, personnel time.	<u>\$18,312</u>
Total Recurring Miscellaneous Costs	\$309,397

Total Recurring Annual Costs: \$1,616,871

NON-RECURRING, START UP COSTS

Equipment	
40 laptop PCs @ \$1,000 each (4 per site) x 10 sites	\$40,000
80 DREs @ \$3,500 each (8 per site) x 10 sites	\$280,000
20 SSTs (Security, Transport, Storage) Carts @ \$570 each	
for DREs (2 per site) x 10 sites	\$11,400
10 High Speed internet MIFI cards @ \$300.00 per card	\$3,000
Tables, chairs, signs, posters cell phones \$400 per site x 10	\$4,000
Training manuals	<u>\$1,000</u>
Total non-recurring equipment costs:	\$339,400

Labor

One (1) additional FTE,	
@ \$32,000 per year for 3 months for site research and setup.	\$8,000
Benefits,	\$,2665
One (1) additional FTE,	
@ \$43,000 per year for 6 months for programming changes .	\$21,500
Benefits.	<u>\$7,881</u>
Total non-recurring labor costs:	\$40,046

Total non-recurring Costs: \$379,446

Total Costs 1st Year (2012) \$1,996,317

JH:LR:OD

ASSUMPTION (continued)

Total Costs 2nd Year (2013)...	none
Total Costs 3 <sup>rd</sup> Year (2014)	\$1,616,871

Officials at the **Monroe County Clerks Office** stated the following costs using 2008 as a typical example of what costs will be incurred should this "Early Voting" initiative petition be voted into law.

2008 Elections

Presidential Preference Primary February 5, 2008

General Municipal Election April 8, 2008

Primary Election August 5, 2008

General Election November 4, 2008

Using the 2008 Election as the template

Assuming one third of the voters would have used the "Early Voting" proposed in this "Early Voting" initiative petition versus voting on election day in their precinct polling location. I estimate that 641 voters would have used this process in the Presidential Preference Primary, 482 voters would have used this process in the General Municipal Election, 735 voters would have used this process in the Primary Election and 1460 voters would have used this process in the General Election.

Additional Staffing for EACH Election

Eight weeks with new part time office administrator to oversee the timely coordination the entire process including but not limited to setting up all procedures, ordering ballots and test both optical scan and touch screen election equipment.

1 staff x \$5000 salary + \$400 Fica = \$5,400.00

Eight weeks with new office personnel to handle the additional early set up, the increased volume of absentee voting paper work generated with "Early Voting".

1 staff x \$2,560 (\$2,560 salary + \$196) = \$2,756.

Four weeks with election judges to handle the early voting and verifying the ballots at the office.

4 Election Judges x \$90 x 20 = \$7,200.

Voting supplies to comply with requirement to have proper voting devices at the early voting

JH:LR:OD

ASSUMPTION (continued)

location:

DRE (Touch screen voting devices) programming	\$2,000.00
Computer	\$1,200.00
Miscellaneous election supplies	\$ 500.00

Voting Location Rent to comply with requirement to have a "Early Voting site" location:  
\$500.00

Total Estimated Expenses to implement "Early Voting" for 4 elections in 2008 would have been:

Additional staffing 4 Elections at \$15,356/Election	\$ 61,424.00
Voting supplies	\$ 14,800.00
Rent	\$ 2,000.00
Total	\$ 78,224.00

Total Estimated Expenses to implement "Early Voting" for 1 election in 2009:

Additional staffing 1 Elections at \$15,356/Election	\$ 15,356.00
Voting supplies	\$ 3,700.00
Rent	\$ 500.00
Total	\$ 19,556.00

Total Estimated Expenses to implement "Early Voting" for 3 elections in 2010:

Additional staffing 3 Elections at \$15,356/Election	\$ 46,068.00
Voting supplies 3 at 3,700.	\$11,100.00
Rent 3 @\$500	\$1,500.00
Total	\$58,668.00

Total Estimated Expenses to implement "Early Voting" for 1 election in 2011:

Additional staffing 1 Elections at \$15,356./Election	\$ 15,356.00
Voting supplies	\$ 3,700.00
Rent	\$ 500.00
Total	\$ 19,556.00

JH:LR:OD

ASSUMPTION (continued)

Total Estimated Expenses to implement "Early Voting" for 4 elections in 2012:

Additional staffing 4 Elections at \$15,356/Election	\$ 61,424.00
Voting supplies	\$ 14,800.00
Rent	\$ 2,000.00
Total	\$ 78,224.00

Years 2009, 2010, 2011 and 2012 have not been adjusted to reflect inflation causing increases in salary and increased cost of supplies and rent.

In response to a previous version of this legislation, officials at the **Platte County Board of Election Commission** stated the following costs:

Office/Central Location Expenses:

4 Election Judges @ \$100/each/per day X 12 days of advance voting period	\$4,800
4 Election Judges @ \$50/each/per day X 3 Saturdays advance voting	\$ 600
2 FT office staff overtime x 12 hrs	\$ 550
FICA (7.65% x salaries)	\$ 50
Workers Comp Ins.	\$ 50

Optical Scan Ballots 5,000 x \$.30/each	\$1,500
Shipping	\$ 100
Provisional Ballots (ID Requirement) 250 x \$.30/ each	\$ 75
Sub-Total for one election	\$7,725

Satellite Location Expenses (2 locations)

8 Election Judges @ \$100/each/day x 12 days	\$9,600
8 Election Judges @ \$50/each/day x 3 Saturdays	\$1,200
2 FT office staff overtime x 12 hrs	\$ 550
FICA (7.65% x salaries)	\$ 50
Workers Compensation Insurance	\$ 50
Optical Scan Ballots 10,000 x \$.30/each	\$3,000
Shipping	\$ 200
Provisional Ballots 250 x \$.30/each	\$ 75
Shipping (included in Opt. Scan shipping above)	
Office/location rent and CAM fees for one month	\$7000
Utilities for one month	\$ 450
Telephone setup/monthly fee	\$ 275
DSL Line setup/monthly fee	\$ 325

JH:LR:OD



ASSUMPTION (continued)

Sub-Total for 2 Satellite locations for one election	\$30,775
One-Time Expenses:	
Workstation & Monitor x 2	\$6,000
Printer x 2	\$1,000
Cables	\$ 200
Office Furniture	\$2,000
Photo ID Signage	\$ 250
Sub-Total for 2 Satellite locations one-time expenses	\$9,450
Total per federal/state elections	\$47,950

In response to a previous version of this bill, officials at the following **Counties** listed their advance voting start up cost as follows:

- 1) Additional staffing in the office is going to be required to oversee the coordination of an Early Voting process
- 2) Election Judges working during the Early Voting period
- 3) Voting supplies required every election. Included but not limited to DRE programming (Touch screen voting devices), direct phone line and others.
- 4) Start up election Equipment including but not limited to Electronic Poll Books, Computer, direct phone line and others.
- 5) Voting location rent

County	Staff	Judges	Supplies	Equipment	Rent
<b>Atchison</b>	\$0	\$4,800	\$5,000	\$4,500	\$3,000
<b>Carroll</b>	\$5,200	\$6,000	\$10,000	\$4,500	\$3,000
<b>Cole</b>	\$17,700	\$5,120	\$5,000	\$7,135	\$2,500
<b>Cooper</b>	\$10,700	\$4,800	\$5,000	\$4,500	\$3,000
<b>Daviess</b>	\$1,525	\$1,800	\$4,250	\$18,750	\$0
<b>Franklin</b>	\$15,500	\$0	\$11,500	\$36,000	\$5,000
<b>Holt</b>	\$3,500	\$5,400	\$1,000	\$1,500	\$1,000
<b>Johnson</b>	\$11,064	\$25,200	\$8,500	\$7,500	\$3,500

<b>Lawrence</b>	\$8,500	\$5,200	\$4,500	\$6,000	\$0
<b>Linn</b>	\$7,900	\$3,400	\$5,000	\$6,000	\$0
<b>Montgomery</b>	\$10,700	\$4,800	\$5,000	\$4,500	\$3,000
<b>Scott</b>	\$24,000	\$9,000	\$7,000	\$6,500	\$6,000
<b>Shelby</b>	\$5,200	\$2,400	\$5,000	\$1,000	\$1,000
<b>St. Francois</b>	\$3,316	\$1,530	\$2,199	\$0	\$0
<b>Wayne</b>	\$2,800	\$3,500	\$3,300	\$4,500	\$500

**Oversight** assumes that since this proposal allows for advance voting at a central location and the local election authorities already provide absentee voting at a central location then the election authorities would have no additional costs for the central location voting. The only election authorities with additional costs from this proposal are the 20 election authorities required to provide voting at additional locations.

#### **Section 115.427 Personal Id requirements to vote**

Officials at the **Department of Health and Senior Services** assume section 115.427 requires voters to establish their identity and eligibility to vote by providing a form of personal identification to election officials. If an individual does not possess a valid form of personal identification, it may require them to obtain a copy of his/her certified birth certificate to acquire a driver's or non-driver's license. For individuals whose birth has not been recorded, it may cause them to apply for a delayed birth certificate. It is unknown and difficult to estimate the number that might be required to apply to the Bureau of Vital Records for these records.

This proposed legislation also requires the state to provide at least one form of identification required to vote at no cost to any qualified citizen who does not already possess such identification and desires to do so to vote. This proposed legislation does not appear to exempt the Department of Health and Senior Services from collecting the necessary fees for copies of certified birth certificates as set forth in Section 193.265.1 RSMo. This legislation could result in an unknown increase in revenue to General Revenue, the Children's Trust Fund, the Endowed Cemetery Care Audit Fund, and the Missouri Public Health Service Fund. This legislation could also result in an unknown impact to the Bureau of Vital Records to issue the increased demand for birth certificate records.

The fee for a certified copy of a birth certificate is \$15.00. This revenue is divided between four funds. Funds affected include the Children's Trust Fund, which would collect \$5.00 per

ASSUMPTION (continued)

certificate; General Revenue would collect \$4.00 per certificate; the Endowed Care Cemetery Audit Fund would collect \$1.00 per certificate; and the Missouri Public Health Services Fund (MOPHS) would collect \$5.00 per certificate. There is an additional \$15.00 fee to establish a delayed birth record, in which revenue is distributed using this same distribution. The Department is unable to determine how many additional birth certificates will be issued as a result of this legislation, and therefore, assumes an unknown amount of revenue will be deposited in these funds.

Officials at the **Department of Revenue (DOR)** assume for the purposes of this fiscal note all costs will be appropriated from the general revenue fund. DOR assumes the administrative impact of this proposal is as follows:

DOR assumes only the nondriver license transaction fee and processing fee allowed under section 136.055 would be waived. The actual cost of the nondriver ID (\$6.00) will be paid for by the state of Missouri which will need to be appropriated.

To determine an estimated number of potential applicants who may be eligible for a nondriver (photo identification) at no cost, DOR compared the voter records on file with the Secretary of State to the current document holders on record with the DOR. This comparison was completed in March 2009. Updated statistics were not available.

253,496	Estimated number of individuals registered to vote who do not have photo identification on file with the Department of Revenue as of March 2009.
<u>125,795</u>	Estimated number of individuals with an expired photo identification document on file with the Department of Revenue, who may need to obtain an updated nondriver license for voting purposes
<b>379,291</b>	<b>Total estimated number of those who may be eligible for a nondriver license (photo identification) document at no cost.</b>
x <u>50%</u>	Estimated number of individuals who would apply for a nondriver license for voting purposes (based on average voter turnout for Missouri (derived from 2006 information).
<b>189,645</b>	Potential nondriver license applicants in the first year of implementation FY 12
189,646	Remaining number of registered voters who may be eligible for a photo identification document after first year of implementation. Based on 2009 counts.
÷ <u>2</u>	
<b>94,823</b>	Estimated number of registered voters who may apply during subsequent fiscal years (FY2013 and FY2014).

ASSUMPTION (continued)

In addition, because the language allows a person to apply for a nondriver license at no cost by signing an affidavit indicating they do not have a valid photographic identification document, applicants who have held a document previously and have lost it, allowed it to expire, or other reasons, may now obtain a nondriver license at no cost.

174,127	Total new, renewal and duplicate nondriver licenses issued in FY 2009
x <u>25%</u>	Estimated number of applicants with prior document on file that would utilize the affidavit for a new, renewal or duplicate nondriver license, indicating they do not have any other acceptable form of photographic identification for voting purposes, making them eligible for a nondriver license at no cost to the applicant.
<b>43,532</b>	Estimated annual nondriver license applicants with prior document on file.

**Licensing Materials Cost**

**FY 2012**

189,645	Potential nondriver license applicants first year of implementation FY2012
<u>43,532</u>	Estimated annual nondriver license applicants (previous document)
<b>233,177</b>	<b>Total</b>
x <u>\$2.16</u>	Per document vendor cost for licensing material
<b>\$503,662</b>	<b>Total estimated vendor cost FY 2012 for licensing material</b>

**FY 2013 and FY 2014**

94,823	Estimated number of current registered voters who may apply during subsequent fiscal years FY 2012 and FY 2013
<u>43,532</u>	Estimated annual nondriver license applicants (previous document)
<b>152,423</b>	<b>Total</b>
x <u>\$2.16*</u>	
<b>\$298,847</b>	<b>Total estimated vendor cost FY 2013 and FY2014 for licensing material</b>

\* NOTE: Per document price may increase in FY 2012 and beyond due to expiration of the current contract and the award of new driver license hardware and card production contract.

**Direct Public Inquiries**

While the Secretary of State is responsible for notifying individuals of the requirement to obtain photo identification for voting purposes, it is assumed that the majority of inquiries would be directed to DOR as the document issuing agency.

Estimating a 50% potential applicant inquiry, DOR assumes that approximately 123,622 (28,800

ASSUMPTION (continued)

+ 94,822) inquiries through the central office will be received during the first implementation year and approximately 76,200 (28,800 + 47,400) calls in subsequent years. To provide the best call-in service for Missouri citizens DOR will need to add 5 FTE to handle the additional telephone inquiries.

123,622	Total potential applicants/inquiries first year of implementation.
÷ 264	Total days of service per annual period
468	
÷ 100	Estimated # of calls expected per TIO
5	Estimated # of TIO's required to handle increased call volume FY 2012

**Oversight** has, for fiscal note purposes only, changed the starting salary for the Revenue Processing Technician to correspond to the second step above minimum for comparable positions in the state's merit system pay grid. This decision reflects a study of actual starting salaries for new state employees over the last six months of FY 2002 and policy of the Oversight Subcommittee of the Joint Committee on Legislative Research.

**Oversight** assumes DOR's estimate of expense and equipment cost for the new FTE could be overstated. If DOR is able to use existing desks, file cabinets, chairs, etc., the estimate for equipment for fiscal year 2013 could be reduced by roughly \$42,000.

Officials at the **DOR** assume the Driver License Bureau (DLB) will require the following:

- Drafting of updates to website information related to nondriver licenses for voting purposes.
- Updating office procedures.
- Develop format for nondriver for voting purposes affidavit.
- Development of Missouri Electronic Driver License\* system change requirements documents to define changes to issuance periods for a no cost drivers license/nondriver license for voting and completion of end user testing by DOR internal staff. This will require overtime from existing staff in order to perform the testing. See below.

**FY 2012**

Update Web Page - Administrative Analyst III	10 hrs @ \$22.00 = \$220
Develop Affidavit – Management Analysis Spec I	40 hrs @ \$20.00 = \$800
Develop Procedures – Management Analysis Spec I	40 hrs @ \$20.00 = <u>\$800</u>
	<b>Total = \$1,820</b>

ASSUMPTION (continued)

Requirements and procedures development and end user testing by DLB:

Administrative Analyst –	160 hrs @ \$24 (1 1/2) per hr =	\$3,840
Management Analyst Specialist II –	240 hrs @ \$23 per hr =	\$5,520
Revenue Band Manager -	40 hrs @ \$30 per hr =	<u>\$1,200</u>
	<b>Total =</b>	<b>\$10,560</b>

**\*NOTE:** These estimates are given based on incorporating changes into the proposed MEDL application conversion project which will convert our driver license application to a .NET environment. The estimated implementation for this project is November 2012. If this is passed by voters and implemented into law with an implementation date earlier than November 2012 the overall fiscal impact may increase.

**Oversight** assumes DOR is provided with core funding to handle a certain amount of activity each year. **Oversight** assumes DOR-DLB could absorb the costs related to this proposal. If multiple bills pass which require additional staffing and duties at substantial costs, DOR-DLB could request funding through the appropriation process.

Officials at the **OA- Information Technology** assume DOR's response to a proposal similar to or identical to this one in a previous session indicated the department planned to absorb the administrative costs to implement the proposal. Due to budget constraints, reduction of staff and the limitations within the department's driver license systems, changes cannot be made without significant impact to the department's resources and budget. Therefore, the IT portion of the fiscal impact is estimated with a level of effort valued at \$4,000, which is 40 hours at \$100 per hour.

Officials at the **DOR** assume the revenue impact of this bill is that the proposal states "the total cost associated with nondriver's license photo identification under this subsection shall be borne by the state of Missouri from funds appropriated to the department of revenue for that specific purpose". This money would have to be appropriated to the department for distribution to the license (fee) offices as required.

For purposes of this fiscal note the department assumes this includes only the nondriver license (NDL) cost under Section 302.181 and the processing fee allowed under Section 136.055 for the license (fee) offices. Depending on the definition of 'total cost', the revenue impact could be increased or decreased.

ASSUMPTION (continued)

**FY 2012**

233,177	Total Estimated NDL applicants FY 2012
x <u>\$6</u>	Nondriver License Fee
\$1,399,062	Total estimated potential loss of revenue in FY 2012

**FY 2013 and 2014**

138,355	Total estimated NDL applicants FY 2013 and 2014
x <u>\$6</u>	Nondriver License Fee
\$830,130	Total estimated potential loss of revenue in FY 2013 and 2014

**Fee Office Processing Fees to be reimbursed to contracted license offices**

**FY 2012**

233,177	Total Estimated NDL applicants FY 2012
x <u>\$5.00</u>	Nondriver License Processing Fee
\$1,165,885	Total estimated potential loss of revenue in FY 2012

**FY 2013 and 2014**

138,355	Total estimated NDL applicants FY 2013 and 2014
x <u>\$5.00</u>	Nondriver License Processing Fee
\$691,775	Total estimated potential loss of revenue in FY 2013 and 2014

Officials at the **Office of the Secretary of State** assume this bill requires SOS to provide notice of the personal ID requirements required to vote. The advance notice provided by the SOS must include at a minimum the “use of advertisements and public service announcements in print, broadcast television, radio, and cable television media.”

For fiscal year 2013 advance notice advertisements will be provided upon approval by the voters of a constitutional amendment enacting section A of Senate Bill 3 and prior to the April 2013 election. For fiscal year 2014 advance notice advertisements will be provided to voters prior to the April 2014 election. For fiscal year 2015 advance notice advertisements will be provided to voters prior to the August 2014 and November 2014 elections. For all subsequent years advance notice advertisements will be provided to voters prior to each federal primary and general election.

Production of radio and TV public service announcements-	\$2,000
Print ad to run twice before an election-	\$203,284
Cable television ad to run twice everyday for eight weeks-	\$299,472

ASSUMPTION (continued)

TV and Radio ad to run through broadcast media- \$497,311  
Total- \$1,002,067

Upon the bill becoming effective, SOS will send a mailer to all registered voters to notify them of the new identification requirements at a cost of \$1,737,748. A similar mailer will be sent for the 2014 Primary Election. For all other elections, the SOS will send mailings to newly registered voters prior to each election. Based on the estimated 375,680 newly registered voters in 2010, this mailer could cost \$157,786.

Mailing to all registered voters:  
4,137,495 registered voters x \$0.42 postage, printing & processing = \$1,737,748

Mailing to newly registered voters prior to each election:  
375,680 new registered voters x \$0.42 postage, printing & processing = \$157,786

The bill imposes new requirements on local election authorities in notifications, additional provisional ballots, trainings, affidavits and processes with regard to notifying and processing voters. These new state mandates must be funded as additional responsibilities under Article X, section 21 of the Missouri Constitution.

The photo id requirements of this bill are not limited to statewide elections but will affect every election. The cost per fiscal year will vary based on the number of elections held. In addition to the general municipal election each April and the primary and general elections in August and November of even numbered years, there are additional days available for public elections in February and in August and November of odd numbered years, which are used only as needed.

FY 2013	February, April elections = \$3,741,882
FY 2014	August, November, February, April elections = \$1,915,211
FY 2015	August, November, February, April elections = \$4,383,720
FY 2016	February, April elections = \$1,875,237
FY 2017	August, November, February, April elections = \$2,803,758

**Oversight** assumes this proposal requires a vote of the people to become effective. Oversight assumes that election will be held in November 2012 at the next regularly scheduled general election and therefore the costs to DOR will occur in FY 13.



ASSUMPTION (continued)

**Bill as a Whole**

Officials at the **Office of the Attorney General** assume that any potential costs arising from this proposal can be absorbed with existing resources.

Officials at the **Office of the State Auditor** and the **Office of the State Courts Administrator** assume that there is no fiscal impact from this proposal.

Officials at the **Buchanan County** assume no impact as the state will reimburse any costs.

Officials at the **Budget and Planning** defer to the Department of Revenue and the Office of the Secretary of State for impact.

**Oversight** assumes this proposal requires a vote of the people to become effective. Oversight assumes that election will be held in November 2012 at the next regularly scheduled general election and therefore the earliest elections affected by this bill, if passed, are in FY 13.

**Oversight** assumes that since the proposal requires the State to pay the legally required fees for a person to get a nondriver's license photo identification then general revenue will make the fee payments to the Highway Fund, Cities and Counties. Oversight is showing the cost of the nondriver's license fee as a cost to general revenue. The nondriver's license fee is split between the State Highway Fund, Cities and Counties.

**Oversight** assumes if this proposal should be approved by the voters of Missouri, certain state departments would realize fiscal impact. Therefore Oversight has shown the impact as "zero or Unknown".

**Oversight** assumes the resolution states that "the state shall provide at least one form of the identification required to vote at no cost to any otherwise qualified citizen who does not already possess such identification and who desires the identification in order to vote."

**Oversight** assumes no cost to local governments from this proposal. The legislation specifically states that if no money is appropriated for the funding of the photo id requirement to vote that it shall not be enforced.

Officials at the following board of election commissions: Kansas City Board of Election Commission, St. Louis City Board of Election Commission, Clay County Board of Election

ASSUMPTION (continued)

Commission and the Jackson County Board of Election Commission did not respond to **Oversight's** request for fiscal impact.

Officials at the following counties: Andrew, Bates, Boone, Buchanan, Butler, Callaway, Camden, Cape Girardeau, Cass, Clay, DeKalb, Greene, Hickory, Jackson, Jasper, Jefferson, Knox, Laclede, Lafayette, Lincoln, Marion, Miller, Moniteau, New Madrid, Nodaway, Ozark, Pemiscot, Perry, Phelps, Platte, Pulaski, Ray, St. Charles, St. Louis, Taney, Texas, Warren, and Webster did not respond to **Oversight's** request for fiscal impact.

<u>FISCAL IMPACT - State Government</u>	FY 2012 (10 Mo.)	FY 2013	FY 2014
<b>GENERAL REVENUE</b>			
<u>Revenue - Dept. of Health</u>			
Birth certificate fees (115.427)	\$0	\$0 or Unknown	\$0 or Unknown
<u>Transfer Out- Secretary of State</u>			
Cost of election reimbursed by state to local election authorities for advance voting (115.276)	\$0	\$0	\$0 or (Unknown greater than \$282,000)
<u>Cost - Secretary of State (115.427)</u>			
Advertising and mailings about photo id requirements	\$0	\$0 or (Unknown greater than \$3,741,882)	\$0 or (Unknown greater than \$1,633,211)
<u>Cost - Dept. of Revenue/OA-ITSD</u>			
computer programming changes	\$0	\$0 or (\$4,000)	\$0
<u>Cost - Dept. of Revenue</u>			
licensing materials	\$0	\$0 or (\$503,662)	\$0 or (\$298,847)
<u>Cost - Dept. of Revenue</u>			
reimbursement of the NDL fee paid to the Highway fund, Cities and counties that the State must pay	\$0	\$0 or (\$1,399,062)	\$0 or (\$830,130)

<u>Cost</u> - revenue office processing fee reimbursement	\$0	\$0 or (\$1,165,885)	\$0 or (\$691,775)
---	-----	----------------------	--------------------

<u>Cost</u> - Dept of Revenue			
Personal Service	\$0	\$0 or (\$114,534)	\$0 or (\$115,679)
Fringe Benefits	\$0	\$0 or (\$59,947)	\$0 or (\$60,546)
Expense and Equipment	\$0	\$0 or (\$57,656)	\$0 or (\$15,991)
<u>Total Cost</u> - Dept of Revenue	\$0	\$0 or (\$232,137)	\$0 or (\$192,216)
FTE Change - DOR	0 FTE	0 or 5 FTE	0 or 5 FTE

<b>ESTIMATED NET EFFECT ON GENERAL REVENUE</b>	<u>\$0</u>	<u>\$0 or Unknown to (Unknown greater than \$7,046,628)</u>	<u>\$0 or Unknown to (Unknown greater than \$3,928,179)</u>
--	------------	---	---

Estimated Net FTE Change on General Revenue	0 FTE	0 or 5 FTE	0 or 5 FTE
---	-------	------------	------------

# **CHILDREN'S TRUST FUND**

<u>Revenue</u> - Dept. of Health			
Birth certificate fees (115.427)	\$0	\$0 or Unknown	\$0 or Unknown

<b>ESTIMATED NET EFFECT ON CHILDREN'S TRUST FUND</b>	<u>\$0</u>	<u>\$0 or Unknown</u>	<u>\$0 or Unknown</u>
--	------------	-----------------------	-----------------------

# **ENDOWED CARE CEMETERY AUDIT FUND**

<u>Revenue</u> - Dept. of Health			
Birth certificate fees (115.427)	\$0	\$0 or Unknown	\$0 or Unknown

<b>ESTIMATED NET EFFECT ON ENDOWED CARE CEMETERY AUDIT FUND</b>	<u>\$0</u>	<u>\$0 or Unknown</u>	<u>\$0 or Unknown</u>
---	------------	-----------------------	-----------------------

**MISSOURI PUBLIC HEALTH  
 SERVICE FUND**

Revenue - Dept. of Health

Birth certificate fees (115.427)	<u>\$0</u>	<u>\$0 or Unknown</u>	<u>\$0 or Unknown</u>
----------------------------------	------------	-----------------------	-----------------------

**ESTIMATED NET EFFECT ON  
 MISSOURI PUBLIC HEALTH  
 SERVICE FUND**

<u>\$0</u>	<u>\$0 or Unknown</u>	<u>\$0 or Unknown</u>
------------	-----------------------	-----------------------

FISCAL IMPACT - Local Government

FY 2012  
 (10 Mo.)

FY 2013

FY 2014

**LOCAL ELECTION AUTHORITIES  
 FUND**

Transfer In - Local Election Authorities

Reimbursement of advance voting election expenses from general revenue (115.276)	\$0	\$0	\$0 or \$282,000
--	-----	-----	------------------

Cost - Local Election Authorities

Election expenses paid (115.276)	<u>\$0</u>	<u>\$0</u>	<u>\$0 or (\$282,000)</u>
----------------------------------	------------	------------	-------------------------------

**ESTIMATED NET EFFECT ON  
 LOCAL ELECTION AUTHORITY  
 FUNDS**

<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
------------	------------	------------

**LOCAL PUBLIC HEALTH  
 DEPARTMENT FUNDS**

Revenue - Dept of Health

Birth certificate fees	<u>\$0</u>	<u>\$0 or Unknown</u>	<u>\$0 or Unknown</u>
------------------------	------------	-----------------------	-----------------------

**ESTIMATED NET EFFECT ON  
 LOCAL PUBLIC HEALTH  
 DEPARTMENT FUNDS**

<u>\$0</u>	<u>\$0 or Unknown</u>	<u>\$0 or Unknown</u>
------------	-----------------------	-----------------------

### FISCAL IMPACT - Small Business

No direct fiscal impact to small businesses would be expected as a result of this proposal.

### FISCAL DESCRIPTION

This act establishes requirements for advance voting and voter photo identification for elections.

Advance voting is established in presidential, senatorial, and statewide elections. The period shall begin on the third Saturday immediately preceding an election and end on the Tuesday immediately preceding the election, excluding Sundays.

Election authorities shall establish one advance voting center in each county in the state, or at least one center for every 100,000 residents reasonably distributed throughout such county. The Secretary of State and each election authority shall provide public notice of the advance voting centers and periods.

Costs for advance voting shall be reimbursed from the general revenue of the state by appropriation and no election authority shall conduct advance voting without such appropriation.

The act establishes identification requirements for voting. Voters shall produce a nonexpired Missouri driver's license; a non-expired or non-expiring Missouri nondriver's license; any identification containing a photograph issued by the Missouri National Guard, the United States armed forces, or the United States Department of Veterans Affairs; or a document issued by the United States or the state of Missouri containing the name of the voter which substantially conforms to the most recent signature in the individual's voter registration records, a photograph, and an expiration date or if expired, the expiration is after the date of the most recent general election.

Those appearing without identification who are unable to obtain one because of a physical or mental disability, an inability to pay for a document necessary to obtain the required identification, a religious belief against forms of identification or the voter was born before January 1, 1941 shall be allowed to vote a provisional ballot, provided the election authority can verify the identity of the individual by comparing the individual's signature to the signature on file with the election authority.

All voters whose identity cannot be established are allowed to cast a provisional ballot which shall not be counted unless the voter returns and provides proper identification.

FISCAL DESCRIPTION (continued)

All costs incurred by the election authority associated with implementing the new identification requirements shall be reimbursed from the general revenue upon appropriation.

The Secretary of State shall provide advance notice of the identification requirements.

The state, including any license fee office, shall provide at least one form of identification required to vote at no cost to the voter. The state shall provide at least one form of document required to obtain the required identification at no cost to those who do not possess one.

This act is contingent on the passage of a constitutional amendment establishing voter photo identification for elections, advance voting, and voter registration requirements.

This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Atchison County Clerk  
Budget and Planning  
Buchanan County  
Carroll County Clerk  
Cole County Clerk  
Cooper County Clerk  
Daviess County Clerk  
Department of Health and Senior Services  
Department of Revenue  
Franklin County Clerk  
Holt County Clerk  
Johnson County Clerk  
Lawrence County Clerk  
Linn County Clerk  
Monroe County Clerk  
Montgomery County Clerk  
Office of the Attorney General  
Office of the Secretary of State  
Office of the State Auditor  
Office of the State Courts Administrator  
Platte County Board of Election Commission

JH:LR:OD

L.R. No. 0283-07

Bill No. Truly Agreed To and Finally Passed HCS No. 2 for SB 3

Page 23 of 23

June 7, 2011

SOURCES OF INFORMATION (continued)

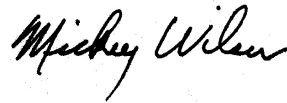
Scott County Clerk

Shelby County Clerk

St. Francois County Clerk

St. Louis County Board of Election Commission

Wayne County Clerk

A handwritten signature in black ink that reads "Mickey Wilson". The signature is written in a cursive, flowing style.

Mickey Wilson, CPA

Director

June 7, 2011